

Message Text

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ACTION ACDA-10

INFO OCT-01 EUR-12 ISO-00 CIAE-00 INR-07 IO-13 L-03

NSAE-00 NSC-05 EB-08 NRC-05 OES-07 FEAE-00

DODE-00 SS-15 SP-02 IOE-00 PM-05 H-01 PA-01

PRS-01 USIA-06 OMB-01 TRSE-00 /103 W

-----097273 191405Z /44

R 181639Z AUG 77

FM AMEMBASSY VIENNA

TO SECSTATE WASHDC 2978

INFO USERDA HQ WASHDC

USERDA HQ GERMANTOWN

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E.O. 11652: N/A

TAGS: IAEA, PARM, TECH

SUBJECT: US SUPPORT FOR IAEA SAFEGUARDS

REF: IAEA VIENNA 6919 (1976)

SUMMARY: IN LIGHT OF ROLE OF IAEA SAFEGUARDS IN OVERALL US
NON-PROLIFERATION POLICY AND CONGRESSIONAL APPROPRIATION OF
FUNDS TO STRENGTHEN THOSE SAFEGUARDS, MISSION BELIEVES

WHASINGTON SHOULD DEVELOP A GREATER CAPACITY PROBLEMS AND
PROTENTIAL. OBJECTIVE WOULD BE GO GOVE USG STRONGER AND MORE
UNIFIED VOICE IN THE WHOLE RANGE OF IAEA SAFEGUARDS MATTERS
AND THUS HAVE GREAGER INFLUENCE ON EFFECTIVENESS OF THOSE
SAFEGUARDS. CURRENT LACK OF CENTRALIZED
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RESPONSIBILITY AND AUTHORITY IN WASHINGTON FOR FULL RANGE OOF
IAEA SAFEGUARDS MATTERS DEPRIVES USG OF ITS
POTENTIAL STRENGTH AND INFLUENCE IN THIS AREA.

END SUMMARY.

1. MISSION HAS BEEN INFORMED THAT CONGRESS HAS RECENTLY

APPROPRIATED THREE MILLION DOLLARS, IN FY 1977 SUPPLEMENTAL APPROPRIATIONS BILL, FOR STRENGTHENING IAEA SAFEGUARDS. IN INTEREST OF MOST EFFICIENT EXPENDITURE OF US FUNDS FOR THIS PURPOSE, MISSION WISHES TO MAKE FOLLOWING OBSERVATIONS AND SUGGESTIONS. BASIC ISSUE IN MISSION VIEW, IS NEED FOR ACHIEVING A MORE INDEPENDENT AND INFLUENTIAL USG ROLE IN DETERMINING WHAT SAFEGUARDS R&D IAEA SHOULD PURSUE TO ACCOMPLISH ITS SAFEGUARDS GOALS (AS USG PERCEIVES THEM); AND THEREBY HAVE GREATER USG INFLUENCE OVER MEETING THOSE GOALS.

2. ONE OBJECTIVE IN SETTING UP CURRENT PROGRAM OF US SUPPORT TASKS WAS TO ASSURE EXTENSIVE IAEA STAFF INVOLVEMENT IN ALL STAGES. THIS WAS DONE TO AVOID DEVELOPMENT OF EXPENSIVE "SOLUTIONS" WHICH FOR SOME REASON, UNKNOWN TO THE US INDIVIDUAL IN CHARGE OF THE PROJECT, COULD NOT BE USED BY IAEA; OR SOLUTIONS TO PROBLEMS WHICH IAEA DOES NOT HAVE. THIS COORDINATION IS BEING ACCOMPLISHED THROUGH A) DAY-TO-DAY CONTACT ON TASK DETAILS BETWEEN ISPOS-S VIENNA REPRESENTATIVE AND PERTINENT IAEA STAFF, B) PERSON-TO-PERSON CONTACTS BETWEEN US INDIVIDUALS PERFORMING A GIVEN TASK AND THEIR IAEA COUNTERPARTS, E.G. THROUGH VISITING EXPERTS OR OVERSEEING WORK OF US SPECIALISTS ON LONG-TERM ASSIGNMENTS IN VIENNA, AND C) IAEA STAFF LIMITED OFFICIAL USE

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OCCASIONALLY REVIEWING PROGRESS OF INDIVIDUAL TASKS TO ASSURE WORK IS "ON TRACK." THIS IAEA INVOLVEMENT,

WHILE PROVIDING IAEA WITH VALUABLE FLEXIBILITY IN MEETING SAFEGUARDS R&D NEEDS, AS IAEA PERCEIVES THOSE NEEDS, ALSO TAKES UP A GOOD DEAL OF THE LIMITED TIME AND EFFORT OF IAEA STAFF. RATE AT WHICH IAEA CAN ABSORB FINAL PRODUCT OF TASKS AND BRING THEM INTO ROUTINE APPLICATION IS ALSO LIMITED. ASSISTANCE PROGRAMS NOW BEING PLANNED BY CANADA AND POSSIBLY OTHER COUNTRIES WILL ALSO USE UP SOME OF IAEA'S CAPACITY TO MONITOR AND ABSORB ASSISTANCE IN AN EFFICIENT AND MEANINGFUL WAY.

3. IT IS JUDGEMENT OF MISSION THAT, IF US IS CONSIDERING FURTHER ASSISTANCE AT LEVELS ABOVE CURRENT LEVEL, THESE LIMITATIONS SHOULD BE TAKEN INTO ACCOUNT. ONE WAY THIS COULD BE ACCOMPLISHED IS BY SPREADING ASSISTANCE OUT OVER A LONGER PERIOD OF TIME AT ROUGHLY SAME LEVEL PER YEAR. A SECOND WAY WOULD BE TO APPLY SOME OF THE FUNDING TO TASKS REQUIRING LESS ROUTINE IAEA INVOLVEMENT. LATTER APPROACH WOULD

REQUIRE US TO BE REASONABLY CERTAIN THAT A) ANY SUCH TASK DESCRIBES
A REAL AND IMPORTANT SAFEGUARDS PROBLEM AND B) SOLUTION
WORKED OUT BY US WOULD BE CONVINCING TO IAEA
INSPECTORS AND OPERATORS OF SAFEGUARDED FACILITIES AS
SUTIALE FOR DIRECT PARCTICAL USE BY IAEA IN
IMPLEEMENTING ITS SAFEGUARDS. HOWEVER, THIS WOULD TAKE
DETAILED UNDERSTANDING OF SPECIFIC AND VARYING TECHNICAL
AND POLITICAL RESTRAINTS OF IAEA SAFEGURARDS APPLICATION
(E.G. SUCH AS IDENTIFIED IN SSIR). THE TECHKNICAL
SOLUTIONS WOULD HAVE TO BE COMPATIBLE WITH POLICY AND
STRATEGY WORKED OUT TO OVERCOME THE POLITICAL RESTRAINTS.
(SEE PARA 6 BELOW FOR EXAMPLE OF TASK USG MIGHT UNDERTAKE
ALONG HTHESE LINES.)

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DODE-00 SS-15 SP-02 IOE-00 PM-05 H-01 PA-01
PRS-01 USIA-06 OMB-01 TRSE-00 /103 W
-----097981 191406Z /44

R 181639Z AUG 77
FM AMEMASSY VIENNA
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4. IN MISSION VIEW, TO ACCOMPLISH SUCH DETAILED
UNDERSTANDING AND ASSOCIATED POLICY AND STRATEGY
DEVLEOPMENT VIS-A-VIS IAEA SAFEGUARDS
WOULD AT MINIMUM REQUIRE EFFORT OF A SMALL FULL-TOME
STAFF IN WASHINGTON THIS GROUP WOULD HAVE TO HAVE BOTH COMPETENCE
AND AUTHORITY TO OBTAIN INPUT FROM US DOMESTIC SAFE-
GUARDS EXPERTS (NRC AND ERDA/DOE) AND OTHER INTERESTED
US AGENCIS; AND DEVELOP, OBTAIN APPROVAL OF AND BE
THE OFFICIAL, UNIFIED US VOICE IN SETTING FORTH US
POLICY IN THIS AREA. CURRENT APPROACH IMPLOYING

SEVERAL INDIVIDUALS FROM DIFFERENT AGENCIES, NOT ON A PART-TIME BASIS AND WORKING ON DIFFERENT ASPECTS OF PROBLEMS, IN OCCURRENCES AND INDIVIDUALLY, CANNOT, IN MISSION VIEW, BRING COHERENT OVERVIEW OR IN-DEPTH FOCUS TO BEAR ON ALL ISSUES FACING IAEA SAFEGUARDS SO THAT MOST MEANINGFUL POLICIES, STRATEGIES AND SOLUTIONS CAN BE DEVELOPED. MISSION BELIEVES USG SHOULD HAVE LIMITED OFFICIAL USE

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CAPABILITY TO COME TO MORE INDEPENDENT ASSESSMENT OF IAEA SAFEGUARDS GOALS AND NEEDS

5. ONE OF FIRST GOALS OF SUCH AN INTERNATIONAL SAFEGUARDS STAFF SHOULD BE FORMULATION OF BASIC AND LONG-TERM US POLICY VIS-A-VIS SAFEGUARDS BASED ON DETAILED ANALYSIS OF IAEA POLITICAL AND TECHNICAL CAPABILITIES AND RESTRAINTS. GROUP SHOULD BE RESPONSIBLE FOR DEVELOPING INDEPENDENT US POSITION ON FUNDAMENTAL ISSUES SUCH AS THOSE BEING CONSIDERED BY SAGSI AND, WHERE RELEVANT FOR PURPOSES OF US POLICY VIS-A-VIS IAEA, SELECTING APPROPRIATE COURSES WHEN DIFFERENCES OF VIEW EXIST BETWEEN INTERESTED US AGENCIES (E.G. USERDA AND USNRC DIFFERENCES IN USING LIMITS OF ERROR OF MUF; MUF LIMITS OF ERROR ARE CURRENTLY A KEY ELEMENT IN IAEA'S MUF EVALUATION PLANS). ESTABLISHMENT OF SUCH A GROUP WOULD SIGNIFICANTLY STRENGTHEN USG ABILITY TO DETERMINE, AND HAVE IMPLEMENTED, DIRECTIONS WE WANT IAEA SAFEGUARDS R&D (AND IAEA SAFEGUARDS PER SE) TO TAKE. SOME FUNDS CURRENTLY AVAILABLE FOR STRENGTHENING IAEA SAFEGUARDS SHOULD, IN MISSION VIEW, BE APPLIED TO

CREATION AND SUPPORT OF SUCH A FULL-TIME GROUP IN THE USG FOR AS LONG AS IAEA SAFEGUARDS CONTINUE TO PLAY AN IMPORTANT ROLE IN US NON-PROLIFERATION POLICY.

6. EXAMPLE OF A TASK USG MIGHT UNDERTAKE ALONG LINES LAST THREE SENTENCES PARA 3 ABOVE WAS INITIALLY PROPOSED IN REFTEL. OBJECTIVE OF TASK WAS TO DEVELOP READY-TO-USE SURVEILLANCE TECHNIQUES (INCLUDING DEVELOPMENT, TESTING, PROCUREMENT OF HARDWARE, INSTRUCTIONS FOR FIELD USE, ETC.) FOR PROVIDING IMMEDIATE DETECTION AND REPORTING OF DIVERSION OF LARGE QUANTITIES OF WEAPONS USEABLE NUCLEAR MATERIALS. ALTHOUGH LIMITED OFFICIAL USE

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PURPOSE WAS TO MEET IMPORTANT IAEA SAFEGUARDS DEFICIENCY, AS HAS NOW BEEN PINPOINTED BY PROPOSED CONGRESSIONAL

MNUCLEAR EXPORT BILLS IN THEIR "TIMELY WARNING" REQUIREMENTS (I.E., LACK OF IAEA PROCEDURE TO IMMEDIATELY DETECT AND REPORT DIVERSION OF LARGE QUANTITIES OF PU OR HIGHLY ENRICHED URANIUM), IAEA STAFF WAS UNENTHUSIASTIC AND, DURING NOVEMBER 1976 SUPPORT TASK DESCRIPTION MEETINGS, REDUCED THE PROPOSED TASK IN BOTH SCOPE AND PRIORITY. THEIR IMMEDIATE REACTION WAS TO PREJUDGE THE MATTER ON GROUNDS THAT POTENTIAL PROCEDURES TO ACCOMPLISH SUCH TIMELY WARNING WOULD BE TECHNICALLY COMPLEX AND/OR POLITICALLY UNACCEPTABLE TO THE INSPECTED STATE (E.G. THEY WERE CONVINCED THAT STATES WOULD NEVER PERMIT RADIO TRANSMISSION OF REAL-TIME SAFEGUARDS SURVEILLANCE DATA FROM DEVICES SUCH AS SLOW-SCAN TV OR SELF-MONITORING AND REPORTING SEALS). THEREFORE, IF USG BELIEVES IT IMPORTANT FOR IAEA TO HAVE CAPABILITY OF IMMEDIATE DETECTION AND REPORTING OF DIVERSION OF LARGE QUANTITIES OF BOMB USEABLE NUCLEAR MATERIAL, USG COULD WITHOUT EXTENSIVE INVOLVEMENT OF IAEA STAFF DEVELOP SUCH TECHNIQUES - NOT ONLY IN THEIR TECHNICAL ASPECTS (SOME OF WHICH ARE COVERED IN CURRENT PROGRAM) BUT ALSO IN POLITICAL/LEGAL ASPECTS SO THAT FINAL PRODUCT WOULD DIRECT IAEA TO ALL STEPS NECESSARY AND FEASIBLE TO PUT PROCEDURE INTO ROUTINE USE. PROJECT WOULD OF COURSE BE COORDINATED WITH IAEA BUT SCOPE AND RESPONSIBILITY FOR ASSURING TECHNICAL FEASIBILITY AND POLITICAL ACCEPTABILITY WOULD REST WITH US. SUCH A PROJECT REQUIRING INTEGRATION OF A BROAD RANGE OF COMPETENCE IN TECHNICAL, LEGAL AND INTERNATIONAL POLICY AREA COULD, IN VIEW OF MISSION, BEST BE RUN UNDER DIRECTION OF FULL-TIME USG STAFF RESPONSIBLE FOR OVERALL IAEA SAFEGUARDS POLICIES AND PROGRAMS AS PROPOSED IN PARAS 4 AND 5 ABOVE

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7. MISSION WOULD BE PLEASED TO ELABORATE FURTHER ON THESE IDEAS IF REQUESTED. STONE

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: TECH
Control Number: n/a
Copy: SINGLE
Sent Date: 18-Aug-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977VIENNA07592
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Expiration:
Film Number: n/a
Format: TEL
From: VIENNA
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t19770846/aaaabmx.tel
Line Count: 266
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE
Message ID: 572b0358-c288-dd11-92da-001cc4696bcc
Office: ACTION ACDA
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: 77 IAEA VIENNA 6919 (1976)
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 17-Nov-2004 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 1554717
Secure: OPEN
Status: NATIVE
Subject: US SUPPORT FOR IAEA SAFEGUARDS
TAGS: PARM, IAEA
To: SECSTATE WASHDC USERDA HQ WASHDC MULTIPLE
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/572b0358-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009